

# **Crisis in the Oceans:**

## Sustaining Fisheries in International Waters



United States  
Diplomacy Center

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## Simulation Background

Oceans and fisheries are a key source of protein for over 3 billion people worldwide and are vital to the economic strength of many countries. As the world's population has grown, the pressure on available fish stocks has greatly increased. Over 30% of the world's fisheries have been **overfished**, and another 58% are already producing their maximum **sustainable** harvest. The ocean cannot provide an endless supply of seafood, and our current demand and practices run the risk of depleting ecosystems that are critical to the survival of marine life. **Sustainable** solutions must be found for this multi-faceted problem to ensure the future of our world's oceans and fisheries.

**Overfishing** is not the only threat to the health of our oceans. Unintended impacts of frequently used commercial fishing methods are also problematic. **Bycatch** – unintentional catch by fishing vessels – can harm species such as sea turtles, seabirds, and dolphins that are caught and killed by fishing gear. **Bycatch** can also be harmful to young fish that are important to the future population of a species. Habitat damage is another consequence of certain kinds of fishing practices, including things like **bottom trawlers** dragging nets through vulnerable marine ecosystems and destroying the places where fish and other species breed and live.

The concept of regulating access to and use of international waters for trade and military purposes has existed for centuries. Protecting and enforcing laws regarding the health of marine life and preserving fish stocks, however, is a more recent development. In 1982, as part of a solution, the United Nations (UN) Convention of the Law of the Sea (UNCLOS) specified that each country would protect and control the waters off their coasts. In the first 12 **nautical miles** off shore, called the territorial sea, countries have similar rights and jurisdiction as they do in their land territories. From there to up to 200 **nautical miles** off their coasts, countries have the right to control access to the resources within those waters, including fish, minerals, oil, and gas. UNCLOS labeled these areas **Exclusive Economic Zones (EEZs)**. The rest of the ocean, beyond the **EEZs**, is called the **high seas** and is generally open to everyone.

Most of the world's fish resources can be found within these **EEZs**, but some kinds of fish move freely between different territorial waters and the **high seas**. The establishment of **EEZs**, therefore, did not provide a global solution to the problems of **overfishing** and **bycatch**. In some places, it created **high seas pockets** that can present particular challenges. Consequently, UNCLOS established a clear legal obligation for countries to cooperate to manage the fish stocks that can range across different parts of the ocean.

UNCLOS, which aims to cooperate in the conservation and management of shared fish resources, has been expanded through other international agreements.

- In 1993, the UN Food and Agricultural Organization (FAO) adopted the Compliance Agreement, which sets out the obligations of countries that authorize vessels to fish on

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the **high seas**, including ensuring these vessels do not undermine internationally agreed upon fishing rules.

- In 1995, the UN concluded negotiations of the UN Fish Stocks Agreement that covers how nations must cooperate to manage certain kinds of shared fishery resources in much more detail, including through negotiating agreements to establish Regional Fishery Management Organizations (RFMOs). These international organizations bring countries together to scientifically assess the status of fish stocks, adopt legally binding rules for fishing, and coordinate monitoring and enforcement.
- In 1995, the FAO also adopted the Code of Conduct for Responsible Fisheries to spell out best practices for managing fishing and **aquaculture**, including managing fishing capacity, protecting the broader ecosystem, and basing decisions on the best available science.
- In 2009, the FAO adopted the Port State Measures Agreement, the first binding global treaty designed to combat **illegal, unreported, and unregulated fishing (IUU)** by specifying how countries must prevent vessels from offloading **IUU** fish in their ports.

As resources become scarcer, more harvesters are willing to break the rules in order to catch fish. Competition among vessels, companies, and sometimes nations can be fierce, and these interests have led to **IUU** fishing and a disregard for the long-term sustainability of fish and other marine life. To complicate matters further, not all cases of **IUU** fishing are easily condemned – some countries and fisheries are vying for resources to feed starving people or save a failing economy. Many developing countries lack the resources to monitor and control all activity in their **EEZs** or the tools to punish those they catch breaking the rules. In addition, it is difficult to regulate all of the activity that occurs on the **high seas**. The ocean covers 71% of the Earth's surface and much of that does not belong to a specific nation. Countries must cooperate to monitor fishing.

Through the RFMOs and various agreements, most **high seas** fisheries are now managed by nations that establish common fisheries rules, cooperative enforcement programs, and clear consequences for **IUU** fishing. Violators may face a loss of fishing rights or access for their fishing vessels to ports in other countries. Countries found supporting illegal fishing risk the threat of trade sanctions. In many areas, these agreements have created effective management that has allowed depleted fish stocks to rebuild and virtually eliminate **IUU** fishing.

The FAO and a number of **Non-Governmental Organizations (NGOs)** work to build countries' abilities to manage their fisheries sustainably, including providing technical and financial support for monitoring their **EEZs**, and raising awareness of the need for better laws and practices.

In this simulation exercise, you will focus on the declining fish population in the waters off the shores of the Confederated Islands of Hiroot (CIH). The citizens of Uzan, a close neighbor of

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the CIH, thrive on fish from the waters around Hiroot. As you try to address the issues in this situation, you will find that the **stakeholders** have different objectives. You will need to find common ground to solve the fish crisis, maintain jobs for the Hiroot people, and keep up with the demand for fish as food and as a marketable commodity.

The facilitator or teacher will assign each participant to a delegation representing one of the following **stakeholders**:

1. United Nations Food and Agriculture Organization (FAO)
2. Government of the Confederated Islands of Hiroot (CIH)
3. Government of Uzan (GOU)
4. United States Department of State (DOS)
5. Global Oceans Fund (GOF)

BACKGROUND





## Simulation Scenario\*

In a region in the Pacific, the crisis in the oceans is growing. **Overfishing, bycatch, illegal, unreported, and unregulated (IUU) fishing** and depletion of marine life persist. In the Confederated Islands of Hiroot (CIH), coral reefs and fish supplies are threatened, especially an endangered species of tuna. With a 1.3 million square mile **Exclusive Economic Zone (EEZ)** surrounding the CIH, visible and effective enforcement is difficult for a small nation without large financial resources. The CIH uses 35% of fish caught in its **EEZ** as local food supply, thus the fishing industry is indispensable to its food security. Exports of marine products, mainly to Uzan, account for nearly 85% of export revenues. Uzan is one of the largest consumers of tuna in the world. It relies on tuna from the South Pacific and, as a result, holds strong economic and political interests in the CIH.

In addition, foreign fishing fleets pay more than \$14 million annually for the right to operate in the CIH territorial waters. These licensing fees account for 28% of the Hiroot government's revenue, so the CIH must present visible and effective enforcement of their fishing laws. The CIH, however, has difficulty providing fuel for the patrol boats that police the **EEZ**.

In hopes of further reducing **overfishing**, some of the region's island nations are trying to restrict fishing in the **high seas pockets**. The Uzanese government, however, has shown resistance to this effort because it would further decrease the supply of tuna available to Uzan. As a result, recent monitoring operations have identified Uzanese vessels illegally fishing in several nations' (including the CIH) **EEZs**.

Hiroot has explored the idea of beginning **aquaculture**, or the domestic cultivation of fish, but the country has not yet invested in it. Uzan has a small industry of **aquaculture**, but the fishing industry opposes it because they fear competition to their livelihood.

As is evident, there are many competing interests and a great number of challenges in addressing this issue. The crisis in the oceans therefore needs a **multilateral**, comprehensive, and enforceable solution. Regulating this cross-boundary exchange requires international cooperation and support in order to ensure that irresponsible fishing practices are not causing irreparable damage to our precious resources and to ensure a future for the populations in our oceans.

*\*This is a hypothetical scenario, though it is grounded in real issues and circumstances. The statistics, geography, and details in this exercise do not describe any specific, real world situation.*

### SCENARIO







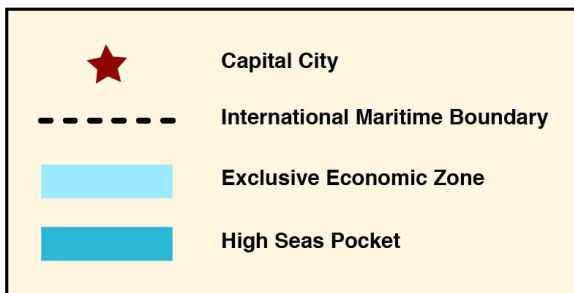
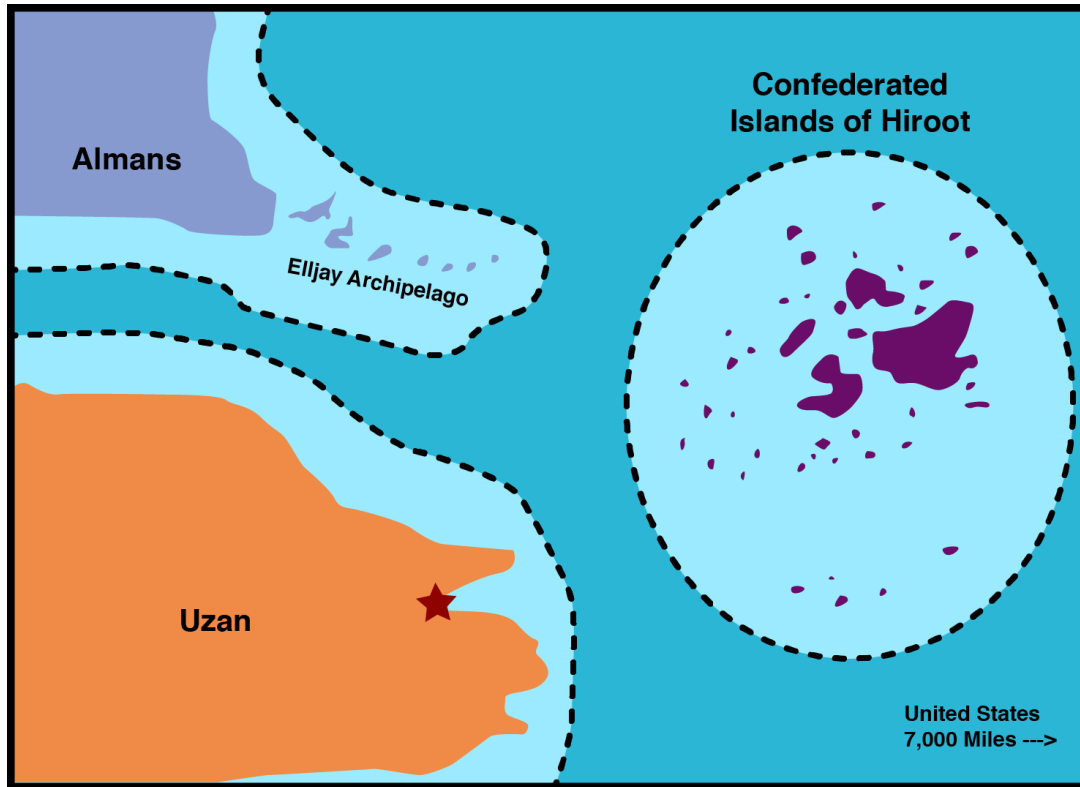
### Questions to Think About:

- What countries and organizations are taking the lead on the issue?
- How does the crisis facing the fish industry and marine life impact larger countries like Uzan differently than smaller countries like the Confederated Islands of Hiroot?
- Have multi-national organizations like the FAO and **NGOs** like the Global Oceans Fund been able to ease the problem of **IUU** fishing?
- How do the different economic concerns of Uzan and the Confederated Islands of Hiroot pose obstacles to easing the problem of **IUU** fishing in the region?
- Which stakeholders and populations (human and marine) are most vulnerable to the consequences of **IUU** fishing if nothing is done?
- What programs or international agreements are already in place to improve the problem of **IUU** fishing and harm to marine life?
- How are current laws to protect the oceans and its resources enforced?
- How do the challenges of protecting ocean life fit into the larger issues of climate change, sustainability of world resources, and conservation?





## Crisis in the Oceans Map







## Fact Sheet:

### Government of the Federated Islands of Hiroot

The Federated Islands of Hiroot (FIH) consists of 550 small islands extending 1,700 miles across the Elljay archipelago east of Almans. The indigenous population consists of various ethno-linguistic groups, though English has become the common language. The main exports of the FIH are fish, kava and betel nut, shipping mostly to Uzan and the United States. In return, the FIH imports food, manufactured goods, and fuel with over 50% of its imports coming from the United States.

Hiroot gained its independence from Uzan in 1981. The country is a member of multiple UN organizations and is party to several environmental agreements. Hiroot signed a Free Association Compact with the United States in 1985 that is still in force. The United States has full authority and responsibility for the defense of Hiroot. Under the compact, Hiroots can live, work, and study in the United States with a visa. Hiroots also volunteer to serve in the U.S. Armed Forces. Over the next decade, Hiroot will receive about \$60 million a year in assistance from the United States.

As a Pacific Island nation, the FIH has 1.3 million square miles of **Exclusive Economic Zone (EEZ)** in its control. Thus, the ocean is a huge provider of income and stability for the people, economy, and the government of the FIH. As a result, the fishing industry is indispensable. The citizens of Hiroot use 35% of the fish caught in its **EEZ** as a local food supply.

Foreign commercial fishing fleets pay over \$14 million annually for the right to operate in the FIH's territorial waters. These licensing fees account for 28% of Hiroot's revenue. Exports of marine products, mainly to Uzan, account for nearly 85% of export revenue. The government of Hiroot endeavors to be an effective guardian and manager of the marine resources in its **EEZ** by ensuring resources are **sustainable**. In addition, Hiroot plans to obtain the maximum economic benefit by processing fishing licenses to vessels wishing to fish in Hiroot's large and tuna-rich **EEZ**. Hiroot discourages **IUU** and is in favor of closing unregulated **high seas** areas in the hopes of reducing pressure on fish stocks and increasing the demand for fishing access in its **EEZ**.

Since such a large portion of the country's income comes from the collection of fees for foreign fishing licenses, it is important that Hiroot be visible and effective in enforcement of its fishing laws. However, there are problems in providing fuel for the patrol boats that are supposed to police Hiroot's **EEZ**. The maritime enforcement officers often receive notice of an illegal fishing vessel, but they may not have the fuel to send the patrol boats to catch the perpetrators.

#### FACT SHEET





### Opening Position:

- The CIH needs resources and funding to protect its **EEZ** and invest in **sustainable** fishing practices. You need to continue to collect fees from foreign commercial fishing fleets.
- You are a small country and need allies. Look to solidify the support of the United States
- You genuinely want to enforce an oversight regime to curb illegal fishing but lack resources to do so.
- Realistically balancing your resources and capacity to take action is paramount and will be key to your success.

### Questions to Consider:

- Should Hiroot continue to try to restrict fishing in the **high seas pockets** areas surrounding its **EEZ**?
- How can Hiroot better control its **EEZ** in order to protect the valuable tuna population?
- Should Hiroot ask more of the U.S. because of its vested interest in Hiroot's fish catch?
- Is Hiroot already doing everything it can to stop **IUU** fishing in its **EEZ**?
- Should Hiroot take measures to restrict trade with Uzan based on its knowledge of its use of illegal fishing vessels?
- What implications do the decisions made by Hiroot have in the future?
- What are possible funding sources for the solutions?

FACT SHEET





## Fact Sheet: Government of Uzan

Uzan, a country of islands adding up to about the physical size of California, is located along the Pacific coast of Asia, where it is well positioned for a vibrant fishing industry. The population of 145 million is majority Uzanese. Fish are Uzan's primary natural resource, but its economy is mainly supported by the export of automobiles and electronics.

Uzanese foreign policy has aimed to promote peace and prosperity by working closely with the West and supporting the United Nations. In following this policy, Uzan has been an active member of the UN and is a member to twenty-one UN organizations in addition to many other international organizations.

Uzan has agreements that give Uzanese vessels access to fish within the waters of some of its neighboring countries. In fact, much of the Uzanese fleet's success depends upon its right to use resources outside of its **Exclusive Economic Zone (EEZ)**. **Fishing access is therefore a key concern.** Notably, Uzan has historically fished in this region of the Pacific because of the wealth of fish resources. Hirooot was once a part of Uzan, and gained its independence in 1981. Uzan therefore holds strong economic and political interests in the Pacific.

Fish are an important part of the Uzanese diet and are central to Uzanese cultural heritage. As a result, Uzan maintains one of the largest fishing fleets in the world and accounts for over 15% of the global catch. Although the Uzanese have 2% of the world's population, they consume 10% of the global fish catch, amounting to 139.4 pounds of fish consumed per capita per year.

In the past 20 years, Uzan has exceeded its allowable worldwide catch by approximately 170,000 tons, the equivalent of \$6-8 billion. In 2009, in an effort to correct its **overfishing**, Uzan agreed to cut its total tuna harvest by 10%. Many scientists have testified, however, that a cut of at least 30% is necessary to curb the large loss of this kind of tuna in the Pacific.

Uzan has made a small investment in **aquaculture**. However, the industries involved in fishing feel threatened by further growth of **aquaculture**. They make it difficult for new companies to get a foothold in the **aquaculture** industry.

**Illegal, unreported, and unregulated (IUU) fishing** occurs both within Uzan's **EEZ** and by Uzanese vessels in other nations' **EEZs**, though most **IUU** fishing currently goes undocumented. Many NGOs and other nations have called for the government of Uzan to allow greater enforcement of their fishing practices because of the **IUU** fishing and **overfishing** committed by Uzanese vessels, including the allowance of foreign observers on enforcement

### FACT SHEET





operations. Recent operations in the Pacific have spotted Uzanese vessels illegally fishing in the **EEZ** of Hiroot. The Uzanese government has continued to be resistant to closing **high seas** areas because it would further decrease the supply of tuna available to its people and its economy.

### Opening Position:

- Maintaining your food supply is a national priority.
- You need to make sure your population continues to have access to the food it needs.
- Uzan is an affluent and responsible country. It does not lack capacity to enforce regulations and laws and does not need assistance from other countries in this regard.
- You prefer self-enforcement mechanisms over internationalizing a regulation regime.

### Questions to Consider:

- What partnerships has Uzan created with other nations, businesses, or NGOs to combat its fisheries issues?
- How do different international players and countries view the Uzanese government?
- How could the government of Uzan be influenced to maintain or alter its policies on fisheries?
- How can the government of Uzan better enforce regulations of laws and agreements regarding fisheries?
- What steps has the Uzanese government taken to reduce **overfishing**?
- What implications do the decisions made by the CIH have on Uzan in the future?
- What are possible funding sources for the solutions?

FACT SHEET





## Fact Sheet: UN Food and Agriculture Organization (FAO)

The Food and Agriculture Organization (FAO) is a United Nations (UN) specialized agency, established in 1945. Its headquarters are located in Rome, Italy and it has 142 country offices. The mandate of FAO is to raise levels of nutrition and standards of living, improve the efficiency of the production and distribution of all food and agricultural products, and better the condition of rural populations, and thus contribute toward an expanding world economy. In order to fulfill its mandate, FAO's activities are driven by the following 5 strategic objectives:

- 1) Help eliminate hunger, food insecurity and malnutrition;
- 2) Make agriculture, forestry, and fisheries more productive and **sustainable**;
- 3) Reduce rural poverty;
- 4) Enable inclusive and efficient agricultural and food systems; and
- 5) Increase the resilience of livelihoods to threats and crises.

The FAO Fisheries and Aquaculture Department is responsible for the development of policies, strategies and guidelines. It provides technical services to FAO members in the context of FAO's strategic framework and objectives. It is also responsible for promoting and supporting the implementation of the Code of Conduct for Responsible Fisheries and related instruments and is guided by its vision and mission:

- Vision: A world in which responsible and **sustainable** use of fisheries and **aquaculture** resources makes an appreciable contribution to human well-being, food security, and poverty alleviation.
- Mission: To strengthen global governance and the managerial and technical capacities of members and to lead consensus building toward improved conservation and utilization of aquatic resources.

### Opening Position:

- FAO wants to help stakeholders find consensus and practical solutions.
- It is a neutral forum that facilitates policy discussion among member countries. FAO is not empowered to decree a solution to this fishing issue.
- FAO could provide a platform to encourage dialogue between member states concerning standards and best practices.
- FAO can provide useful information and data to relevant parties on resource management, stock assessment, sustainability, and the consequences of **overfishing**.

FACT SHEET





### Questions to Consider:

- What progress has the FAO made on improving the situation facing the fish industry and maintaining **sustainable** fisheries and livelihoods?
- What global instruments and measures are in place to prevent further damage to the oceans? How effective are these measures?
- How important are the challenges facing the oceans to the UN?
- How could member states involved in this scenario utilize various FAO processes to address some of the issues in this simulation? Which existing international frameworks would be particularly relevant and how could the member states best coordinate their efforts in such forums?
- How can the FAO better assist other nations with information sharing and regulation of **IUU** fishing?
- What technical assistance could FAO provide to address **IUU fishing** and the limited enforcement capacity of these countries?
- What are possible funding sources?

FACT SHEET





## Fact Sheet: U. S. Department of State (DOS)

The State Department leads the United States in its relationships with foreign governments, international organizations, and the people of other countries. It aims to promote the security, prosperity and interests of the American people around the world. It does so by creating American jobs through support for open markets for U.S. companies; by issuing passports and providing emergency assistance to U.S. citizens abroad; by negotiating treaties to reduce nuclear weapons and equipping countries to respond to their own security challenges; by helping countries with health, food and humanitarian crises; by promoting stability, peace and human rights; and by increasing understanding of American society and values.

The United States has the largest economy in the world today. It also functions as an economic aid donor, spending around billions of dollars on Overseas Development Assistance (ODA), the most of any nation in the world. Additionally, while fishing and **aquaculture** makes up only 0.29% of its gross domestic product, the United States imports more fish and seafood than any other country in the world.

The United States is party to a number of fisheries agreements, such as the UN Fish Stocks Agreement, the FAO Compliance Agreement, and the FAO Port State Measures Agreement. It is also a party to other environmental agreements such as the Convention on the International Trade in Endangered Species of Wild Fauna and Flora, Convention for the Prevention of Pollution from Ships, among others. It has signed, but not ratified, several other treaties including UNCLOS and the Convention on Biological Diversity. The United States is also member to many Regional Fishery Organizations (RFOs) such as the Western and Central Pacific Fisheries Commission (WCPFC) and the South Pacific Regional Fisheries Management Organization.

DOS promotes the management, conservation, and restoration of stocks of living marine resources in order to maintain healthy and productive marine environments and ecosystems and promote economic benefits and food security through sustainable fisheries. Working with other U.S. federal agencies and constituents, DOS' specific objectives are to:

- Promote a level playing field for U.S. fishermen and access to fishery resources on an equitable basis.
- Adopt and implement effective and enforceable conservation and management measures based on reliable and objective science.
- Control and reduce **bycatch** and discards of juvenile fish, non-target fish species, associated and dependent species, and species belonging to the same ecosystem (including sea turtles, seabirds, and sharks, among others).

### FACT SHEET







- Control and prevent **illegal, unregulated, and unreported fishing**.
- Adopt and implement effective monitoring, control, and surveillance measures.
- Control fishing capacity and fishing effort at levels commensurate with the sustainability of fish stocks.
- Protect the marine environment from destructive fishing practices.
- Promote trade regimes that contribute to **sustainable** fisheries.
- Promote responsible and **sustainable aquaculture**.

### Opening Position:

- The United States can rely on its vibrant civil society to be supportive of efforts to find a resolution to the issue that balances economic development and long-term sustainability.
- The United States will want the FAO to play a stronger role in discussions on the issue.
- The United States sympathizes with the position of Hiroto and generally supports its efforts.

### Questions to Consider:

- How important is the fish industry to the United States?
- What are U.S. priorities in dealing with issues of sustainability and conservation?
- What regulations do the United States have in place to guide the U.S. fish industry?
- What does the United States think should be done in the future?
- What makes this issue potentially difficult for the United States to address?
- How could the relationship between the United States and the CIH and/or Uzan be affected if a dispute arose between Hiroto and Uzan?
- What implications do the decisions made by the U.S. Department of State have in the future?
- What are possible funding sources for the solutions?



## Fact Sheet: Global Oceans Fund (GOF)

The Global Oceans Fund (GOF), an international, respected **Non-Governmental Organization (NGO)** founded in 1973, works in 100 countries as a conservation organization. It receives funding from the private sector as well as from governments. It aims to protect the world's oceans including fish, shellfish, plant-life, reduce pollution, and advance **sustainable** and efficient environmental practices across the globe. This organization's goal is to change global markets and make producers, buyers and sellers more respectful of our natural resources.

The GOF collaborates with corporations, humanitarian groups, and government agencies to achieve their goals. The GOF also collaborates with the U.S. Department of State and the U.S. Agency for International Development (USAID) domestically and abroad, working in both public and private sectors.

The GOF has already accomplished a great deal for the fishing industry. In working to improve global practices, the GOF has worked towards eliminating the problems of **bycatch** through innovative solutions and has worked with global retailers to affect market-driven practices. These solutions include facilitating improvements to fishing gear, providing information to seafood consumers, and forming partnerships with major corporations to purchase their seafood from **sustainable** sources. The GOF also works to expand and create protected marine areas by collaborating with nations and experts to effectively zone protected areas.

### Opening Position:

- The GOF has a global reach; you are respected internationally.
- The GOF focuses on market mechanisms for solutions and relies on past successes in other areas as a model in this case.
- The GOF will be critical of Uzan's apparent unwillingness to police illegal fishing.
- Innovative technology can play a constructive role in any solution.
- You believe that illegal fishing is irresponsible fishing as it is more inefficient due to higher **bycatch** yields. Allowing illegal fishing threatens legitimate and legal fishing.
- The GOF can rely on effective emotional arguments and sympathy generated by public campaigns with foreign publics.
- You would like to see the FAO play a stronger role than in the past.



### Questions to Consider:

- How does the GOF work with nations on addressing these issues facing the oceans?
- How do NGOs such as the GOF value the education of consumers?  
How do they go about this?
- Where do NGOs receive their funding? Who pays for their programs and campaigns?
- What are the goals of NGOs?
- How can the GOF work specifically with the United States, the CIH, and/or Uzan in protecting marine ecosystems?

FACT SHEET





# Tools for Negotiating Effectively

## Clearly determine your position and agree on your strategy

- Clarify or restate your position if it is misrepresented by one of the other **stakeholder** groups.
- If during informal discussions you decide your group should change its position, discuss it with your group members as soon as possible.

## Realistically evaluate possible actions before you propose them

- Are the proposals **possible**?
- Will they **achieve** the results you want?
- Watch for **unintended consequences**.

## Analyze other groups' positions

- Why do they **hold** that position?
- Why do they **oppose** or support your proposals?
- Can you apply **pressure** to make **stakeholders** re-evaluate their positions?
- Can you offer any **incentives** to make **stakeholders** re-evaluate their positions?

## Build alliances

- **Identify** which stakeholders share your position and which do not.
- Do not spend all your time trying to persuade others. **Listen** carefully to other delegates and absorb what they are saying.
- Try to identify **common interests** and concerns you share with other **stakeholders**.
- Even if your end goal is different, what can you agree on with others?

## Incentives and disincentives (“Carrots and Sticks”)

- Consider what incentives you can safely offer to other groups.
- Explain to other **stakeholders** the negative consequences (either direct or indirect) that may follow if they oppose your position.





# Worksheet 1:

## Questions to Think Through

**Remember:** There is no “right” or “wrong” outcome. This is not a debate in which you need to win the argument; your goal is to work together to find a workable solution. Build upon common ground and look for areas where you and other parties can agree. Where you disagree, try to create options that address the other parties’ concerns.

Whom do you represent?

What is your overall goal?

What goals (in priority order) would you also like to achieve?

What are you willing to compromise? Always have something that you are willing to give up to help the negotiation process achieve something.

Who can help you?

Who might oppose your approach?

What incentives and disincentives can you offer to persuade others?

What is your strategy in dealing with other parties? With whom should you speak first?

WORKSHEET





## Worksheet 2: Possible Actions

The follow points are *possible* actions to be taken. Prioritize your **top 2** priorities according to your group's policy position. *Feel free to add additional actions.* You will share your group's prioritized list of actions when the negotiation begins.

- Expand **aquaculture**
- Enforce penalties for illegal catch
- Restrict allowable catch
- Offer development and financial assistance for responsible management and enforcement
- Create education programs for consumers on the need to purchase legally caught fish
- Create uniformity and transparency of national policies and fleet activities
- Other: \_\_\_\_\_
- Other: \_\_\_\_\_



# Glossary

**Aquaculture** - Also known as fish or shellfish farming, this refers to the breeding, rearing, and harvesting of fish, shellfish, and plants in all types of water environments including ponds, rivers, lakes, and the ocean.

**Bottom trawlers** - Boats that drag nets along or very close to the sea floor to catch fish and other marine life that live on the bottom; they can cause damage to ecosystems and habitats as they contact the ground.

**Bycatch** - Marine life inadvertently caught during commercial fishing for other targeted species. Examples are dolphins caught in tuna nets and seabirds that are accidentally hooked.

**Exclusive Economic Zone (EEZ)** - A sea zone prescribed by the United Nations Convention on the Law of the Sea (UNCLOS) over which a state has special rights regarding the exploration and use of marine resources. The EEZ extends 200 nautical miles from the state's coast in all directions.

**High Seas** - The part of the ocean that lies outside of any nation's EEZ.

**High Seas Pockets** - High seas pockets were created in some parts of the world when countries established their EEZs. They are areas of international waters that are completely surrounded by EEZs and are open to fishing by anyone unless there are specific laws in place forbidding it.

**Illegal, Unreported, and Unregulated fishing (IUU)** - Fishing that is conducted contradictory to legal conservation and management measures currently in place including fishing without authorization in another country's EEZ.

**Multilateral** - Involving more than two countries.

**Nautical miles** - The unit of measurement used for air and sea travel. One nautical mile is approximately 1.15 statute miles.

**Non-Governmental Organization (NGO)** - A not-for-profit organization that is independent of government and is often involved in human rights, the environment, health, and/or development.

**Overfishing** - Catching fish faster than they reproduce, which in turn drives the fish population lower and lower.

**Stakeholder** - A person, organization, or government who has an interest in a specific event or issue.

**Sustainable** - Practices that allow for the regeneration of natural resources over a long time.





# Assessment

Have students write a response essay, reflecting on one or more questions about their experience during the simulation.

1. Which stakeholders made the most progress of advancing their interests during the simulation? What kinds of negotiation strategies did those stakeholders use to make them successful?
2. How were stakeholders able to balance their competing economic, political, and environmental concerns? What common interests were stakeholders able to find among these concerns?
3. How were stakeholders able to work within the confines of existing international regimes in regard to IUU fishing?
4. How did stakeholders ensure that their agreements would not have any unintended circumstances on the environment? What part did the larger issues of climate change, sustainability of resources, and conservation play in negotiations?



# Rubric

Stakeholder: \_\_\_\_\_

Student names: \_\_\_\_\_

Stakeholder Planning	Points	Maximum Possible
Each stakeholder is appropriately prepared by reading the Background, Scenario, and Fact Sheet.		10
The entire group helps develop their stakeholder's position, outlining their chosen goals, and explaining why they have been chosen.		10
<b>Worksheets:</b> Questions are addressed seriously. Information from the Background, Scenario, and Fact Sheet is incorporated. Answers match the realities of the Scenario.		15
Negotiation and Resolution		
<b>Opening Statement:</b> Statements clearly relay the group's goals, giving a brief reason for each choice. The statement is clear and conveys the point to the other stakeholder groups.		10
<b>Informal Negotiations:</b> Everyone participates. Group members negotiate with other stakeholders based on the information in the Background, Scenario, and Fact Sheet. Discussions are two-way, with listening, responding, and compromising.		20
<b>Formal Negotiations:</b> The parties push hard for their goals and maintain dialogue. Discussion remains on topic. Group members ask questions and take notes.		15
<b>Post Simulation Debriefing:</b> Reflects the conclusions of the final formal negotiations. All groups achieve some of their goals. Consensus is reached, or a clear effort is made to reach consensus.		20
<b>Total Points</b>		100

ASSESSMENT





## Additional Resources

### For All Stakeholders:

- “Fishing & Aquaculture.” The Global Education Project Fisheries and Aquaculture. *Facts, figures, and visual representations illustrating the impacts of overfishing on global aquaculture.*  
<http://www.theglobaleducationproject.org/earth/fisheries-and-aquaculture.php>

### Food and Agriculture Organization of the United Nations:

- “Climate change talks mustn't forget fisheries.” FAO. *Article arguing for the inclusion of fisheries, aquaculture, and responsible fishing practices in ongoing discussions about climate change.*  
<http://www.fao.org/news/story/en/item/20188/icode/>
- FAO Code of Conduct for Responsible Fisheries. *The FAO Code of Conduct for Responsible Fisheries. The Code sets international standards for responsible fishing practices to ensure the proper conservation of aquatic resources, ecosystems, and biodiversity.*  
<http://www.fao.org/docrep/005/v9878e/v9878e00.htm>
- UN Fish Stock Agreement Summary. *The United Nations Agreement for the Implementation of the Provisions of the United Nations Convention on the Law of the Sea regarding Conservation and Management of Straddling Fish Stocks and Highly Migratory. The Agreement seeks to provide a framework for international cooperation regarding the conservation of aquaculture.*  
[http://www.un.org/Depts/los/convention\\_agreements/convention\\_overview\\_fish\\_stocks.htm](http://www.un.org/Depts/los/convention_agreements/convention_overview_fish_stocks.htm)

### United States Department of State:

- U.S. Diplomacy Center. *Educator resources regarding diplomacy, diplomatic simulations, external links for educators, and a guide to both online and in-person collections and exhibits at the U.S. State Department's new museum.*  
<https://diplomacy.state.gov/>
- Discover Diplomacy. *Introduction to the people who conduct diplomacy, the places where the Department of State engages in diplomacy, and the issues diplomacy helps resolve.*  
<https://diplomacy.state.gov/discoverdiplomacy/>



- “Ocean Commission: Ocean Policy Review and Outlook” (2008). Congressional Research Service.  
*Report detailing the history of recent U.S. efforts to organize a federal plan for ocean policy in the interest of maintaining clean, sustainable, and productive ocean management practices.*  
<http://fpc.state.gov/documents/organization/105200.pdf>
- Fisheries of the United States Annual Report (2007). National Oceanic and Atmospheric Administration.  
*This report is the 2007 assessment of commercial and recreational fisheries in U.S. territorial seas, the U.S. EEZ, and on the high seas.*  
[http://www.st.nmfs.noaa.gov/st1/fus/fus07/fus\\_2007.pdf](http://www.st.nmfs.noaa.gov/st1/fus/fus07/fus_2007.pdf)

### Non-governmental Agencies (NGOs)

- “Smart Fishing.” World Wildlife Fund.  
*The WWF’s recommendations for the sustainable maintenance of global fishing stock and ocean management.*  
[http://www.panda.org/what\\_we\\_do/how\\_we\\_work/conservation/marine/our\\_solutions/sustainable\\_fishing/](http://www.panda.org/what_we_do/how_we_work/conservation/marine/our_solutions/sustainable_fishing/)
- “Oceans.” World Wildlife Fund Marine Programme.  
*Details of the WWF’s Marine Programme’s efforts to protect marine ecosystems and biodiversity.*  
[http://www.panda.org/what\\_we\\_do/how\\_we\\_work/conservation/marine/](http://www.panda.org/what_we_do/how_we_work/conservation/marine/)
- “Oceans.” The Pew Charitable Trusts.  
*Highlights the work that the Pew Charitable Trusts focuses on regarding healthy oceans.*  
<http://www.pewtrusts.org/en/topics/oceans>

### International Treaties and Agreements:

- United Nations Convention of the Law of the Sea Treaty (UNCLOS).  
*Historical background, full text, and current status of UNCLOS.*  
[http://www.un.org/Depts/los/convention\\_agreements/convention\\_overview\\_convention.htm](http://www.un.org/Depts/los/convention_agreements/convention_overview_convention.htm)
- Convention for the Prevention of Pollution from Ships (MARPOL).  
*An overview of MARPOL.*  
[http://www.imo.org/en/About/Conventions/ListOfConventions/Pages/International-Convention-for-the-Prevention-of-Pollution-from-Ships-\(MARPOL\).aspx](http://www.imo.org/en/About/Conventions/ListOfConventions/Pages/International-Convention-for-the-Prevention-of-Pollution-from-Ships-(MARPOL).aspx)
- Convention on Fishing and Conservation of the Living Resources of the High Seas.  
*The full text of the Convention.*  
[http://www.gc.noaa.gov/documents/8\\_1\\_1958\\_fishing.pdf](http://www.gc.noaa.gov/documents/8_1_1958_fishing.pdf)
- Convention on Biological Diversity.  
*Extensive information about the Convention as well as information on its ongoing biodiversity initiatives.*  
<http://www.cbd.int/>

# Diplomatic Simulations

The U.S. Diplomacy Center offers educators immersive programs that explore the goals and practice of diplomacy, teach diplomatic skills, build global competence, and illustrate how the critical work of American diplomats impacts people's everyday lives. Lesson plans emphasize 21st century skills: creativity and innovation; critical thinking and problem solving; and communication and collaboration. These skills are keys to success for the next generation of global citizens.

The Diplomatic Simulation Program is the Center's premier educational tool. In a collaborative learning environment, students step into the shoes of real-life diplomats. The diplomatic simulations are designed for 15-30 participants, plus a teacher/moderator. Students receive a scenario related to a global issue, which could be real-world or hypothetical, current or historic. Within each simulation, there are five to six stakeholder groups (e.g., foreign ministries, NGOs, and international organizations), each with different perspectives and priorities. Students role-play these stakeholders in small teams of three to five. Under set time constraints, the groups are challenged to negotiate a peaceful solution to the crisis in the scenario. Students use the information provided in the simulation packet to develop their group's policy positions and defend or modify their choices in real time.

The simulations have no right or wrong actions or solutions because the process, rather than the end result, is the goal. The learning experience develops organically as the students engage in the simulation. Once the simulation has been completed, students are encouraged to express how their views on diplomacy have evolved as a result of the simulation, and to contemplate how they can apply diplomatic skills to their everyday lives.

Contact our Education Office at [USDC@state.gov](mailto:USDC@state.gov)  
for more information.

*This document and all associated materials are intended exclusively for educational use.*



United States  
Diplomacy Center



# About the U.S. Diplomacy Center



The U.S. Diplomacy Center is a public-private partnership, an apolitical and non-partisan museum and education center dedicated to telling the story of American diplomacy. The Diplomacy Center is located at the Department of State's historic headquarters, the Harry S Truman building in Washington, D.C. The Center will invite visitors to explore the history, practice and challenges of American diplomacy through interactive exhibits, artifacts, hands-on education programs, diplomatic simulations, and the expertise of foreign affairs specialists.



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